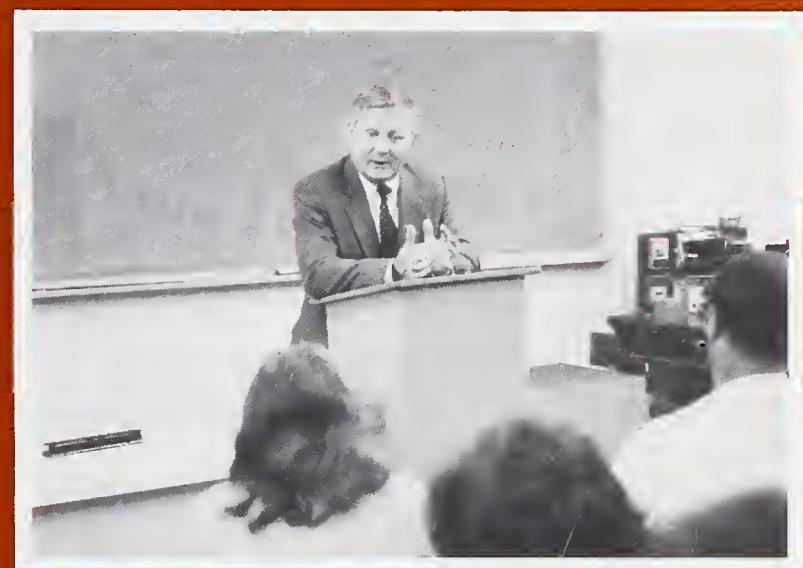
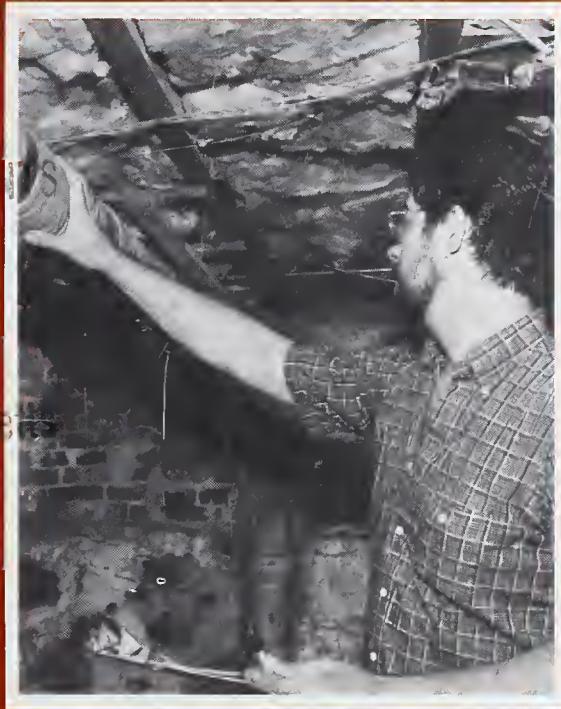


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THE STATE OF ENERGY CONSERVATION

OFFICE OF ENERGY CONSERVATION



MASSACHUSETTS EXECUTIVE OFFICE OF COMMUNITIES AND DEVELOPMENT

Michael S. Dukakis, *Governor*

Amy S. Anthony, *Secretary*

EXECUTIVE OFFICE OF COMMUNITIES & DEVELOPMENT



Michael S. Dukakis, Governor
Amy S. Anthony, Secretary

Dear Reader:

The Executive Office of Communities and Development has a mission to provide affordable housing for moderate and low income persons through capacity building on the local level. The EOCD has as another important task the responsibility to address and meet the energy conservation needs of low income people across the Commonwealth. This responsibility is considered seriously by Governor Michael S. Dukakis, as he is strongly committed towards the goal of weatherizing the homes of all low income persons in Massachusetts.

The EOCD/Office of Energy Conservation has ten years' experience in administering accountable energy conservation programs. Over the years, OEC has become a national leader in developing innovative programs in the fields of heating system assistance, consumer education, tenant advocacy policies, asbestos abatement, and Fuel Use Savings.

We are continually recognized by federal funding sources as a state which can provide energy assistance programs that are creative and innovative. As such, the state of energy conservation within the Commonwealth is healthy, productive, and responsible. Together with the local operating agencies which carry out our programs, we have already provided low cost materials and emergency heating system services to over 135,000 households and have weatherized over 60,000 homes.

I hope that you will find the pages that follow to be particularly helpful, and that you will better understand the services we can provide. I trust that you will find many opportunities in these pages to link someone or some agency you know to our service network. And, most especially, I believe that you, like I, will come to believe that Massachusetts is, in fact, the State of Energy Conservation.

Sincerely,

Amy S. Anthony
Secretary
EOCD

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INTRODUCTION

Governor Dukakis is proud of the accomplishments and leadership role that the Executive Office of Communities and Development, through its Office of Energy Conservation, has taken in the field of weatherization over the past ten years. The Office of Energy Conservation (OEC) has developed new and innovative programs that have enabled us to provide a wide range of services to low income clients in a cost effective manner. Through capacity building on the local level, the OEC has provided extensive training and program guidance to the twenty-eight community-based, non-profit agencies that deliver the actual weatherization and heating system services. It is these services which allow us to make low income housing more affordable by reducing costly fuel bills.

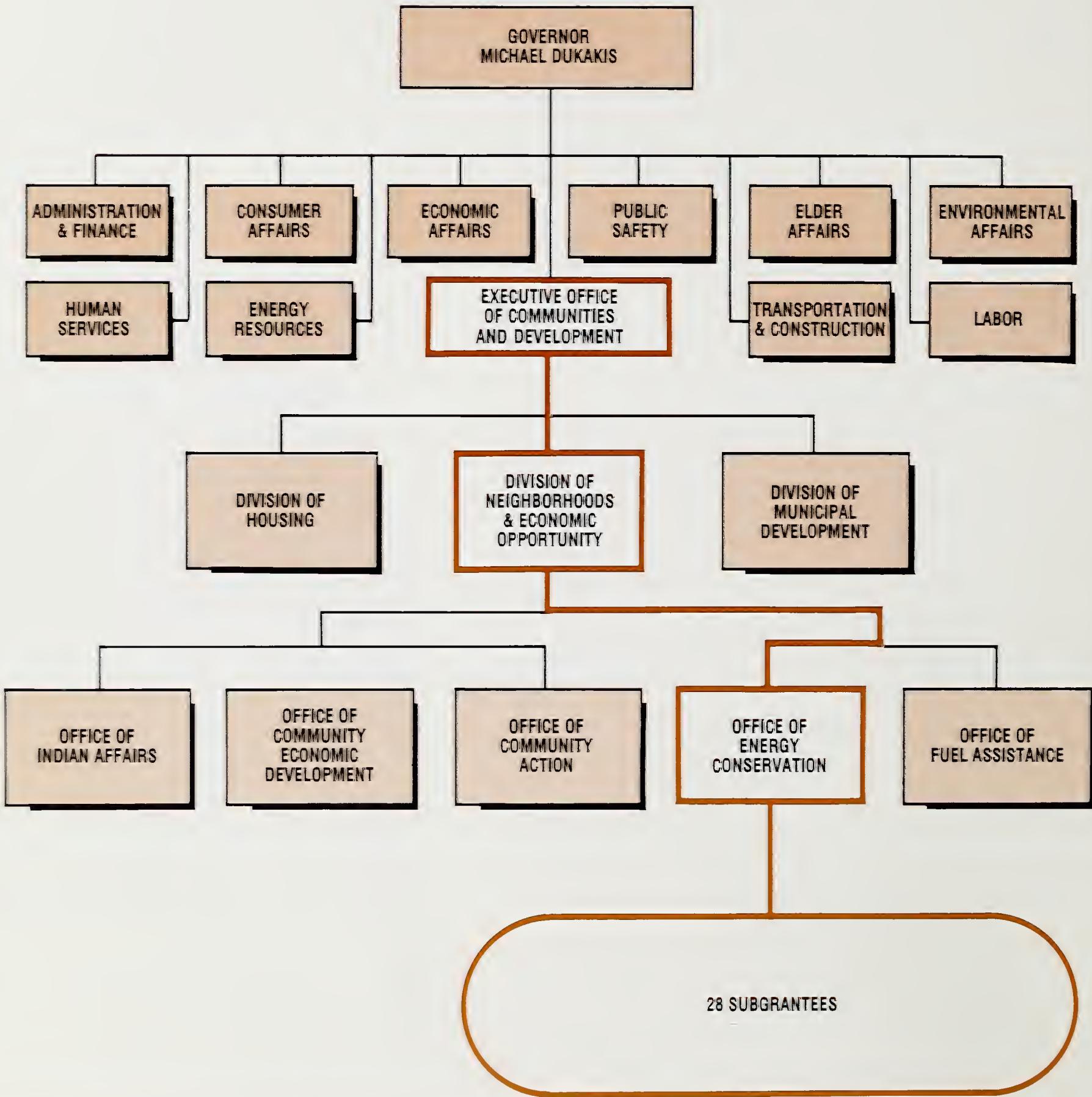
Reducing costly fuel bills may reduce the need for necessary subsidies such as fuel and rental assistance. It allows the low income to remain in existing housing. It closes the gap for elderly and welfare recipients that cost of living increases cannot meet adequately. Rather than continue to put funds into subsidy programs that provide a necessary short term solution, energy conservation is an investment that produces average annual savings of 28% per home and an average payback of three to five years. It also reduces our need on foreign oil imports.

The OEC began operating energy conservation programs in 1976. Since that time, over 60,000 homes have been weatherized and 65,000 heating systems have been serviced. Energy education has been provided to more than 135,000 persons with the distribution of 71,000 lowcost kits of energy conservation materials. Half of our services have been received by tenants, and over a third by the elderly, and physically disadvantaged. Through a commitment from Governor Dukakis in 1984, OEC was able to reach our goal of weatherizing 10,000 homes per year. The Governor has made an even stronger commitment in 1986 through the award of \$52 million from the Exxon Oil Overcharge Funds that will allow us to reach more of the estimated 350,000 eligible low income households in Massachusetts.



WHO WE ARE

The Executive Office of Communities and Development (EOCD) is one of the eleven Executive Offices within Massachusetts State Government. The EOCD has three Divisions, one of which is the Division of Neighborhoods and Economic Opportunity (DNEO). The Office of Energy Conservation (OEC) is one of the four offices which are part of the DNEO. The programs that are administered on the state level by the OEC are operated on the local level by 28 non-profit agencies called subgrantees.



OUR COMMITMENT

The EOCD is committed to making low income housing more affordable by reducing energy costs. OEC accomplishes this task by weatherizing homes in a cost effective manner. The OEC works through many of the same non-profit agencies on the local level that provide other government assistance programs.

The OEC is also committed to helping low income people to remain in their existing housing. By weatherizing their homes, we help low income people to meet rising costs of living and make their homes warmer and more comfortable.

The OEC provides energy education as an integral part of each service in order to maximize energy savings and protect our investment. For example, clients are taught do-it-yourself energy savings tips such as replacing an air filter in a warm air furnace, or closing off unused rooms.



Action for Boston
Community Development
Inc.
178 TREMONT STREET, BOSTON, MASSACHUSETTS 02111
TELEPHONE AREA CODE 617 357-6000



ACTION ENERGY PROGRAM
185 Main Street, Gloucester, MA 01930

HOW IT WORKS

Local agencies advertise the weatherization and heating system programs primarily through the fuel assistance intake sites where more than 160,000 eligible clients apply yearly. Clients are also notified of the programs through local newspapers, elderly centers, cable TV, AFDC check mailings, utility bill stuffers, and flyers.

The first step required by a client is to apply for a program by contacting their local agency.

Next, the agency requests the necessary income documentation from the client in order to verify that a client is eligible for program services.

Once a client is certified as eligible for the program, the agency sends out a trained auditor to determine the specific weatherization needs of that person's home. Only measures that will produce the greatest energy savings for that home are chosen.

Each agency either hires a licensed contractor or sends their trained work crews to the home to install the weatherization materials. The average amount of time spent weatherizing a home is one and a half days.

After the work has been completed, the agency sends out their trained quality control inspector to ensure that all the proper measures have been installed correctly. If not, the contractor is notified and no payment is made until the work is satisfactorily completed.

The client can now enjoy more comfortable surroundings and find better uses for the extra income that results from lower fuel bills.

The OEC assists local sub-grantees in their marketing efforts by providing outreach materials that can be distributed on a statewide basis.



Berkshire Community Action Council, Inc.





Energy conservation materials
are installed by licensed
contractors or trained agency
work crews.

A client's gross income must
be documented by local
agency personnel prior to
receiving services to ensure
that he/she is income eligible.



A comprehensive energy audit
is performed by a trained
energy auditor to determine
the most cost effective energy
conservation measures for
each home.



WHAT'S AVAILABLE

WEATHERIZATION

Low income tenants and homeowners, shelters for homeless, battered, or troubled persons, group homes, and public housing units can receive weatherization services through the Weatherization Assistance Program. Eligible homes or buildings receive an energy audit to determine its needs. Materials such as weatherstripping, caulking, attic or wall insulation, and storm windows are then installed by trained agency staff or contractors. Each job is inspected by the agency after it is completed.

These services are available on a year-round basis in all 351 communities in Massachusetts. Clients may receive up to \$2,000 worth of weatherization services that includes the cost of labor and materials.

EDUCATION

The OEC requires that subgrantees incorporate energy conservation education as an integral part of the services they provide to clients. In the early years of program operation, energy education was provided through the medium of low cost/no cost workshops. These workshops targeted those people who were able to install lowcost materials themselves. Our emphasis since then has shifted to one-on-one instruction of clients. The OEC provides curriculum training to subgrantees, and is developing standardized educational materials, brochures, and information pamphlets that can be personalized to a client's needs.

HEATING SYSTEM RETROFIT

The OEC offers a comprehensive heating system service program called HEART WAP. Persons eligible for federal fuel assistance funds can receive tuneups, repairs, burner replacements, and primary heating system replacement up to a total of \$2,250. Oil or gas-heated furnaces or boilers, wood or coal stoves, and gas space heaters can be serviced through HEART WAP. All work is performed by licensed heating contractors, and is inspected by trained or certified agency staff. A client may be eligible for both the weatherization and HEARTWAP programs.

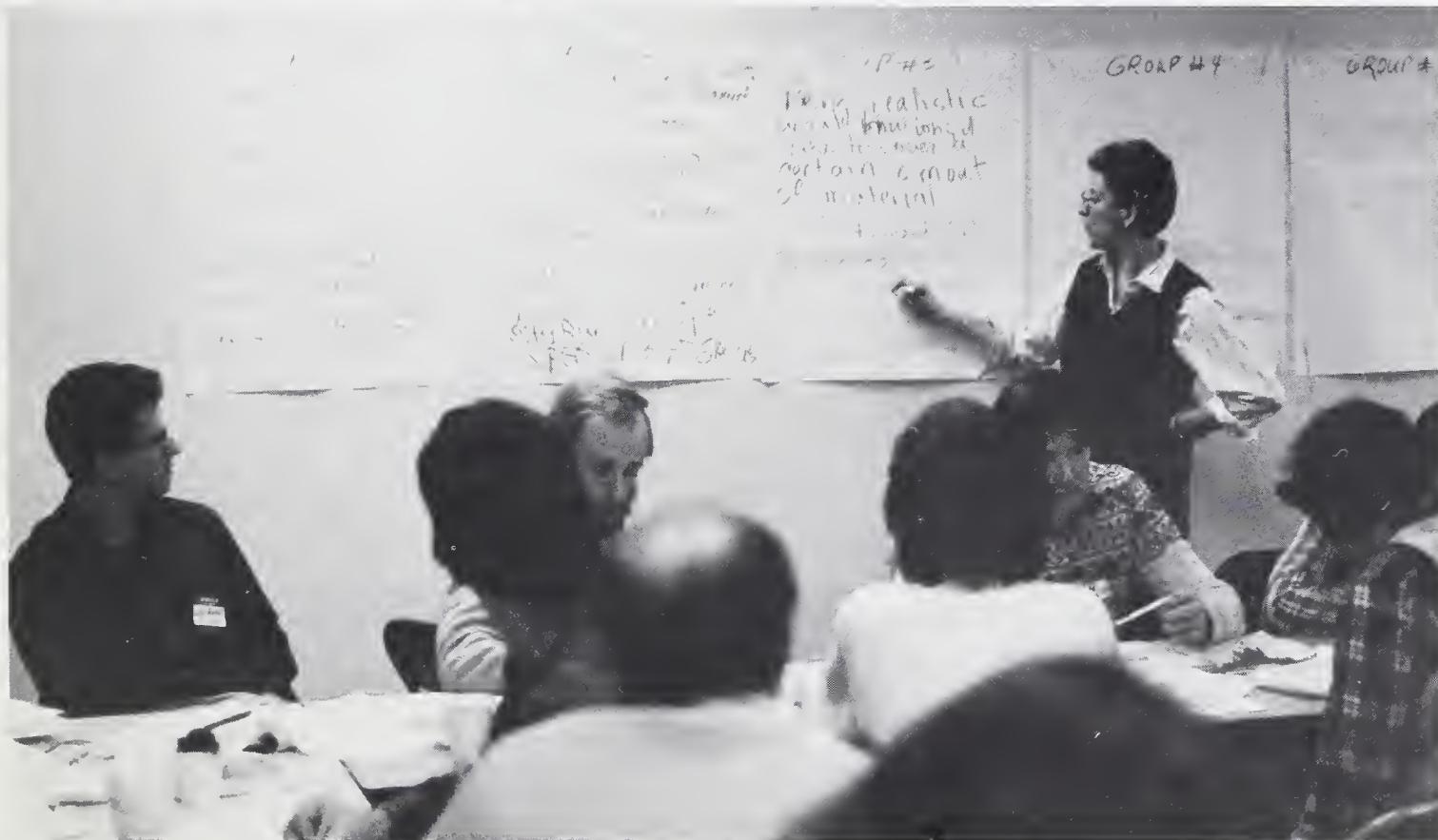
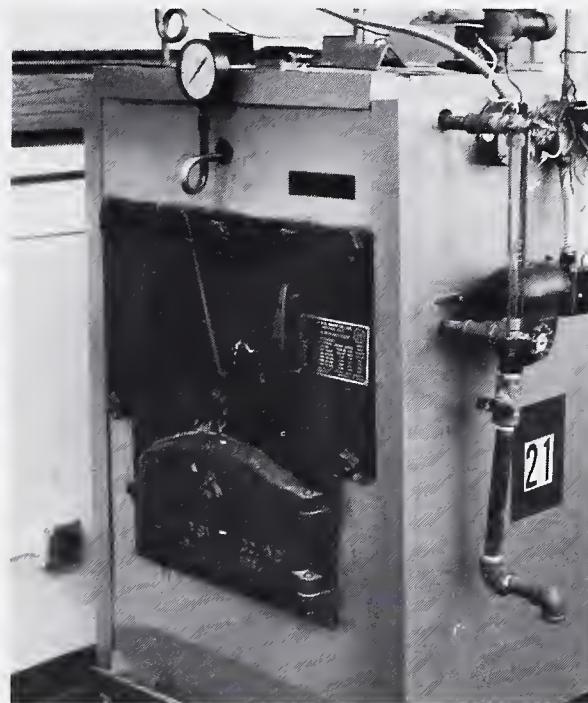
MULTIFAMILY LOAN PROGRAM

The Multi-Family Loan Program offers a variety of incentives to owners of multi-family buildings to provide loans to complete energy conservation activities, thereby maintaining the quantity and affordability of low income housing stock. These loans are available to landlords whose tenants' incomes fall within the fuel assistance eligibility range, and whose tenants reside in the communities of Boston, Brockton, Cambridge, Chicopee/Holyoke, Lowell, and Springfield. Owners of low income, multifamily housing can leverage weatherization or heating system funds to supplement their energy conservation loans if their tenants are determined income eligible for WAP. Funds for this program may also be linked to other housing development or rehabilitation funds to enhance housing affordability. The multi-family loan program is a pilot project which purpose is to test innovative approaches to loan programs for multifamily housing units.



Subgrantees provide one-on-one, individualized education with clients to motivate them and to teach them easy ways to maximize their energy savings.

New, energy efficient heating systems are installed in the homes of eligible clients whose present heating system is unsafe, inoperable, or provides insufficient heat.



The OEC provides energy conservation curriculum training to subgrantees.

ACCOMPLISHMENTS

The following are some highlights and accomplishments of the Office of Energy Conservation programs. Extensive program guidelines are available upon request for the programs mentioned below. These guidelines are particularly helpful to those states or agencies that wish to develop a heating system program; a low cost energy conservation program; a weatherization program geared towards tenants, multifamily buildings, group homes and/or shelters; or conduct a fuel use savings study.

WEATHERIZATION

In the ten years since the Weatherization Assistance Programs began, over 60,000 homes have received full scale weatherization. In addition to these homes, over 71,000 homes have received lowcost weatherization materials such as rope caulk and plastic storm windows.

HEATING SYSTEM SERVICES

Fuel assistance-eligible clients have received more than 65,000 heating system services that have included tune ups, repairs, and burner replacements. More than 750 unsafe or inoperable heating systems have been replaced.

FUEL SAVINGS

Fuel savings from OEC-administered weatherization programs have been measured at an average of 28% per home weatherized, depending upon the type of weatherization services received. All services have a pay-back of three to five years.

HEATING SYSTEM PROGRAM

The OEC began developing heating system programs over five years ago, long before comprehensive heating system work became an integral part of the Weatherization Assistance Program. OEC developed the first comprehensive gas and oil heat policy in the New England Region that was submitted to the Regional and National DOE Offices. We now operate a heating system program that offers both emergency and/or non-emergency services from tune ups to heating system replacements. Any type of heating system fired by oil, gas, coal, wood, or electricity is serviced, including furnaces, boilers, stoves, and space heaters. OEC also has developed a model for asbestos abatement procedures for the weatherization assistance and heating system programs.

OEC mandates that each agency has a professionally-trained heating system expert on staff to provide quality control for heating system work. To date, over 40 subgrantee staff have been trained throughout the State.

TENANT WEATHERIZATION

OEC developed the first tenant protection policies in the nation for the Weatherization Assistance Program in 1979. Due to a concerted effort by both OEC and our subgrantees, fifty percent (50%) of the clients we serve are tenants who reside in sub-standard housing. We have recently upgraded our tenant protection policies and procedures to reflect the changes in the housing market and to address new issues involving landlord speculation.

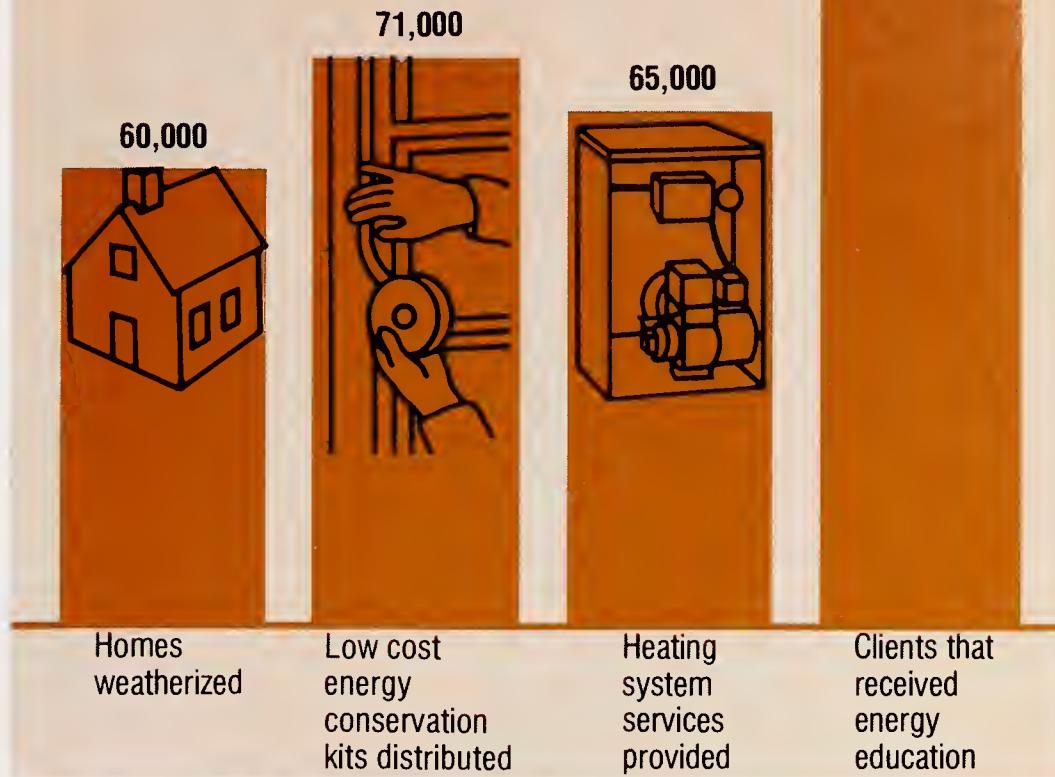


SERVICES PROVIDED FY77-FY86 NUMBER OF CLIENTS SERVED



GROUP HOME AND SHELTER WEATHERIZATION

The OEC incorporated the weatherization of group homes and shelters into our weatherization programs as early as 1981. In 1985, we launched a full scale outreach effort to identify eligible shelters in Massachusetts and to increase the awareness of the availability of weatherization funds for shelter weatherization. As a result, 29 shelters for the homeless, troubled, and/or battered persons were weatherized last year. A total of 29 group homes has also been weatherized. The weatherization of group homes and shelters remains an integral part of our year-round weatherization effort.

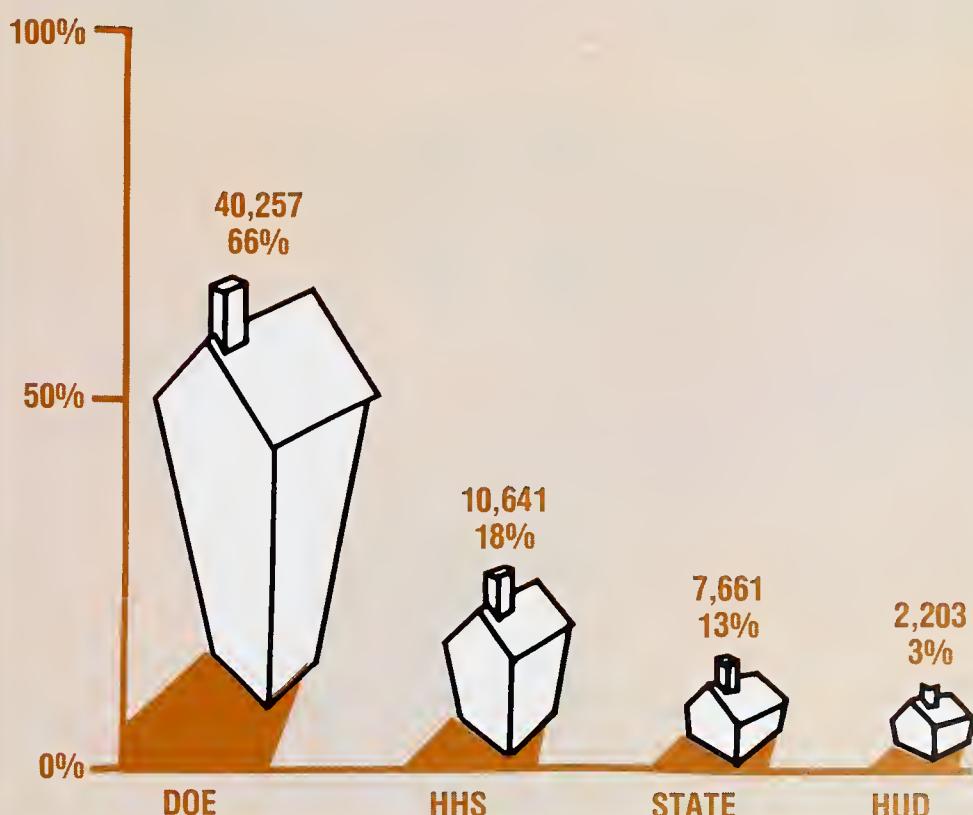


STATE-SUPPORTED WAP

The Commonwealth's strong commitment to Weatherization has benefited our weatherization programs over the past four years by allowing OEC to significantly increase the number of clients served. We also are able to service those clients who are income eligible for the State fuel assistance program but are not eligible to receive federally-assisted weatherization funds. The flexibility of the State WAP has allowed us to test new regulations such as the gas heat retrofit policy that have later been incorporated into the regulations for the Federally-funded WAPs. The Commonwealth is one of two New England states which contributes funds to weatherization.

FUNDING SOURCE — TOTAL 60,762 FOR NUMBER OF HOMES WEATHERIZED

Between the period of 1977-1986 by individual funding source. (Note: HHS funds refer to the 10% fuel assistance set aside for weatherization.)



ACCOMPLISHMENTS

MCAF PROGRAM

The OEC operated a low cost, self-help energy conservation program from 1981 to 1985 entitled the Massachusetts Conservation Assistance Fund (MCAF) Program. The focus of the MCAF Program was to teach low income clients how to weatherize their homes with easy-to-install, low cost materials, and then to provide them with some of those materials. The emphasis for the first years was to educate clients through a workshop forum and encourage clients to install the free materials themselves. As the market for self-help installations dwindled, the program focus shifted to emergency heating system services in order to meet the growing need to service the antiquated heating systems of the low income. We continued to provide installations by staff and volunteers for elderly and disabled clients, and those unable to install the materials themselves. Over 71,000 clients received low cost weatherization kits; 135,000 clients received energy education; and 65,000 clients received heating system services through the MCAF Program. The MCAF program evolved into the comprehensive HEARTWAP program in 1985.

ASBESTOS ABATEMENT

Massachusetts is the only state in the nation that has developed a model asbestos abatement policy in connection with heating system and weatherization services. Since the implementation of our asbestos abatement policy in 1985, we have provided for the abatement of asbestos for approximately 14% of the heating systems serviced through our programs.

LEVERAGING

Leveraging is the ability to enhance the funding of one program with the resources of other programs. The OEC leverages funds in two ways. One method is to provide comprehensive services by combining a variety of Federal and State funding sources. This increases the level of benefits available to a client. It also solves the problem of restrictions attached to certain programs. These restrictions may inhibit the installation of certain cost effective measures with one type of funding that can be provided through another funding source.

Another method of leveraging is to use other available energy conservation funding such as utility, oil overcharge, Energy Conservation Service (ECS), and Community Development Block Grant funds to provide more weatherization and heating system services. By supplementing our funds with these sources, we are able either to provide more comprehensive services for each client, or to use these funds to service more clients.



PROGRAM COMPONENTS

COORDINATION OF PROGRAMS

The OEC mandates the coordination of our energy conservation programs with the Fuel Assistance Program. We also encourage coordination with housing programs within EOCD such as the Community Development Block Grant or Small Cities programs, neighborhood housing services, and housing authorities. The OEC works actively with other State agencies including the Executive Office of Energy Resources, the Department of Welfare, and the Department of Elder Affairs in order to link programs and improve services.

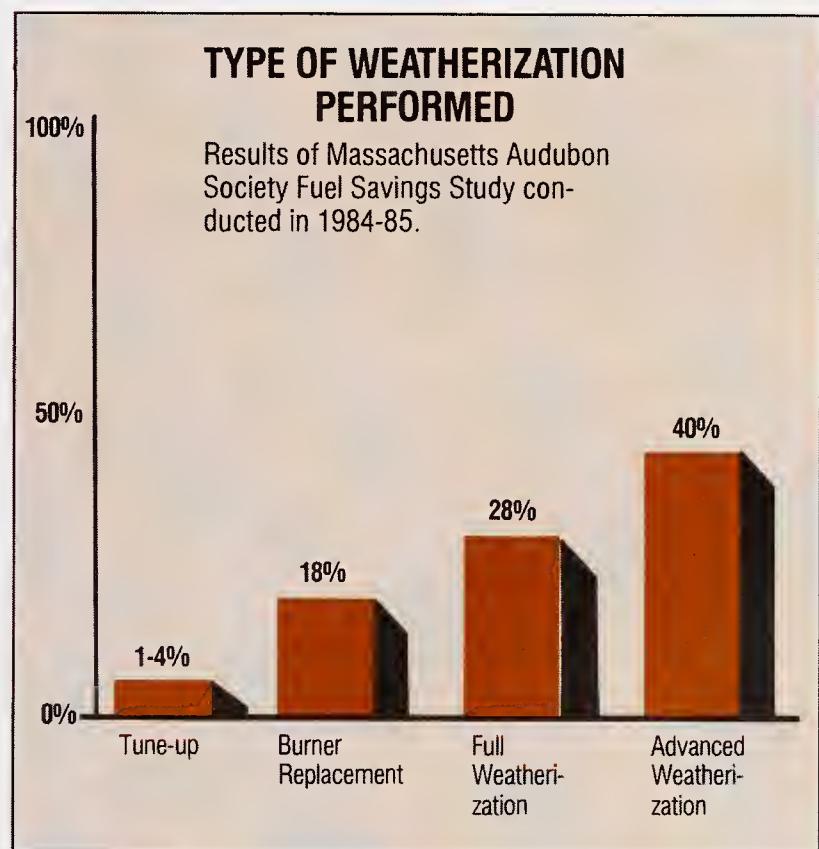
In addition to State agencies, the OEC and our subgrantees work extensively with utilities and utility contractors such as the Community Energy Partnership and Mass Save, Inc. We also maintain regular contact with industry specialists such as the New England Fuel Institute, the Bay State Gas Company, and product manufacturers, and frequently utilize their training resources.

The OEC meets with special groups that target specific areas of interest. These groups include the Energy Assistance Task Force, Elderly Winterization Task Force, and the Weatherize Boston Task Force.



FUEL SAVINGS STUDY

The OEC contracted with the Massachusetts Audubon Society to complete two innovative Fuel Savings Studies. The first study was a pilot project that tested a new, state of the art methodology for studying fuel savings. The following year, the Massachusetts Audubon Society conducted a full-scale study based upon the pilot. The fuel savings from 87 homes that received varying levels of weatherization and heating system services were evaluated. Results from the full-scale study showed fuel savings of 18% for burner replacements, and an average of 28% for a variety of full scale weatherization. The study results have been presented at two National Program Evaluation Conferences. The OEC is conducting a third study that will determine the cost effectiveness of new weatherization methodologies that can further improve the cost-effectiveness of the weatherization programs.



Marc Young, Director of the Fuel Assistance Program (right), and William L. Concanon, former OEC Director (left), meet to discuss the coordination of the Fuel Assistance and Weatherization Programs.

PROGRAM IMPLEMENTATION

GRANTEE

The Office of Energy Conservation is the grantee of the Federal and State appropriations that fund our programs. We administer these programs on a statewide level. OEC ensures that actual program services are provided to all 351 communities in Massachusetts through 28 local-based agencies. The OEC role also includes capacity building on the local level through extensive training and the development of program guidelines.

Subgrantees regularly attend OEC-sponsored heating system trainings.



SUBGRANTEES

The 28 local-based agencies are called subgrantees. They consist primarily of non-profit Community Action Agencies in addition to other non-profits that include housing assistance agencies, a labor cooperative, and municipalities. Many of the subgrantees also operate other government assistance programs such as fuel assistance, HEAD START, Community Development Block Grant, and Employment Training.

The subgrantee agencies are responsible for the cost effective, efficient delivery of services to eligible clients on the local level. In order to do this, they must conduct outreach and marketing, negotiate with contractors and materials suppliers, and keep up-to-date with constantly changing program guidelines and state-of-the-art technologies. Subgrantees regularly attend OEC-sponsored training on energy auditing, heating systems, management and fiscal operations, quality control procedures, and energy education. Another important component of the subgrantees role is to refer clients to other programs for which they may be eligible, and to develop initiatives for leveraging public and private dollars.

Many subgrantees have been operating OEC Programs since their inception in 1977. This wealth of experience is one reason why subgrantees provide well-run programs that consistently exceed goals and spend all the available funds.

Subgrantees are required to inspect 100% of the work performed through the Weatherization Assistance Program.



TRAINING & TECHNICAL ASSISTANCE

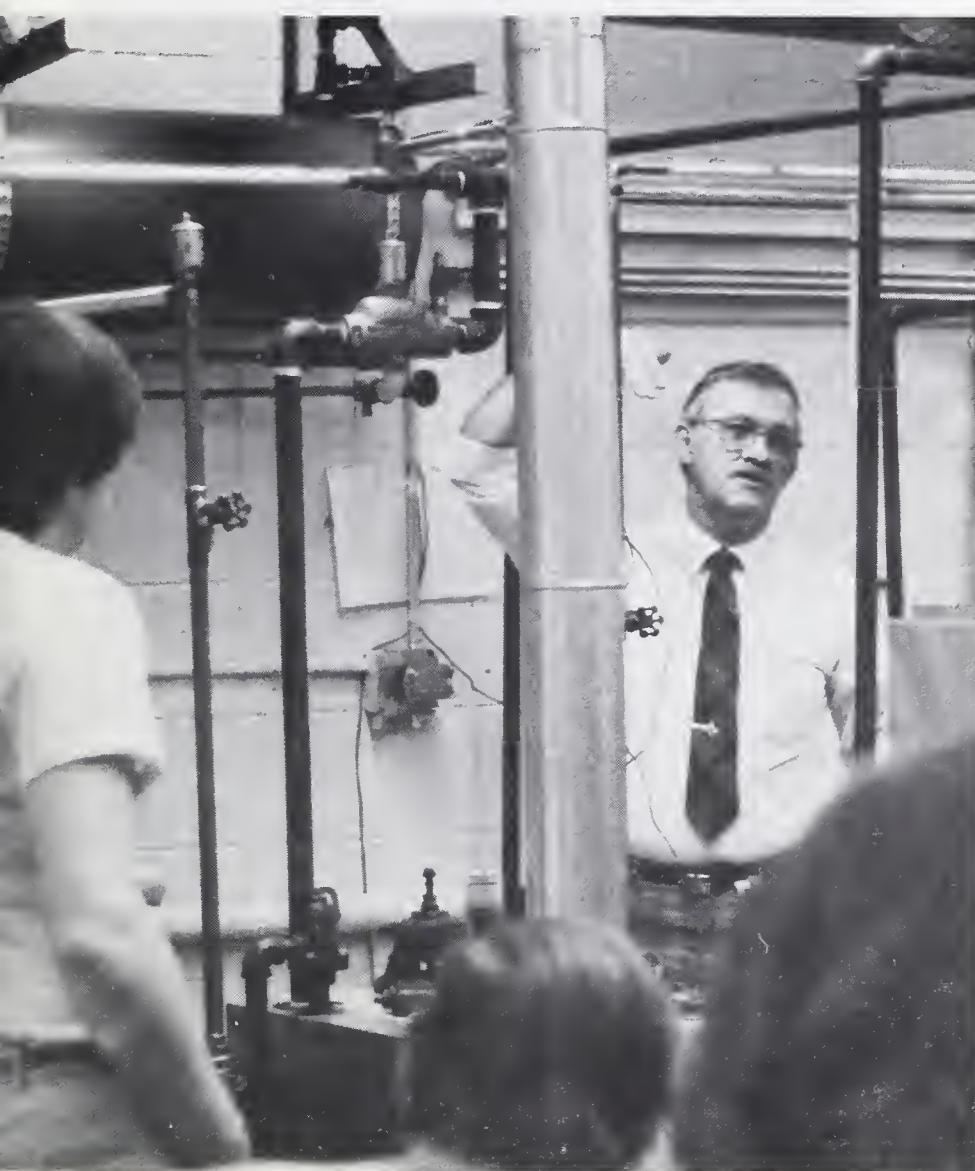
The OEC technical staff consists of the Assistant Director For Field Operations and four technical field representatives. They are responsible for contributing to technical policy development, providing technical training to subgrantees, and monitoring the completed work that is inspected by subgrantees. The OEC technical staff are licensed oil technicians and have received training in all the technical aspects of the weatherization and heating system programs.

OEC staff provide training to subgrantees in every area of program operation. The technical training includes the inspection, testing, sizing and heat loss calculations for oil, gas and solid fuel heating systems; energy auditing; use of the infrared scanner and blower door; asbestos abatement; and quality control techniques. OEC technical staff also provide training to weatherization and heating system contractors on how to meet our high standards and fulfill program require-

ments. Other OEC staff provide training in management and fiscal operations, reporting, and client education.

There are many forms in which subgrantees receive training through OEC. Depending upon the subject matter being presented, subgrantees are given individual attention, training in small groups, or statewide training sessions. For example, the OEC will give a statewide training session for all subgrantees on the sizing of heating systems. A small group of rural area subgrantees may request specialized training on wood stove sizing and safety. And then again, some subgrantees may need one-on-one training to reinforce the information provided in the statewide training.

OEC often calls in industry experts to provide or assist in statewide or small group workshops. Representatives from the New England Fuel Institute (NEFI) and the Bay State Gas Company have played a significant role in the OEC oil and gas heat training sessions.



Representatives from the New England Fuel Institute and the Bay State Gas Company are hired by the OEC to conduct heating system trainings for subgrantees.

Bernard Smith, Vice President of Operations for the New England Fuel Institute, frequently assists in the training of contractors for OEC Programs and provides oil-heating system training to subgrantees.



MONITORING

During the monitoring visits to agencies by OEC technical staff, weatherized homes are inspected to ensure that proper quality control inspections are being completed by subgrantees.

OEC staff monitors the management, fiscal, and technical aspects of our programs to ensure that all services are provided in the most cost effective manner and all program regulations are being followed correctly. OEC Technical Staff spend a full day at each agency at least once per month. During the monitoring visits, weatherized homes and heating system work is inspected, program records are reviewed, and observations are made about the management techniques for that program. Through the technical staff's monitoring visits, OEC staff are alerted to specific management and fiscal areas in which subgrantees may need training and technical assistance. OEC staff respond to special requests for training within a week.

OEC mandates that 100% of all homes weatherized, and 100% of all major heating system work, be inspected by subgrantees before any payment is made to contractors. The OEC technical staff monitor 25% of all the homes weatherized through subgrantees to ensure that proper quality control methods are being used by subgrantees. OEC technical staff ask subgrantees to perform the quality control inspections themselves during the monitoring visits in order to give subgrantees instantaneous training if their techniques need improvement.



Subgrantees receive training from the OEC technical staff on how to use an infrared camera. An infrared camera is used to detect inconsistencies in the distribution of blown-in, cellulose wall insulation.



SPRINGFIELD
REDEVELOPMENT
AUTHORITY



SOUTH SHORE
COMMUNITY ACTION
COUNCIL

TRI
CAP

TRI-CITY COMMUNITY ACTION PROGRAM, INC.

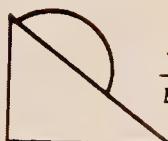
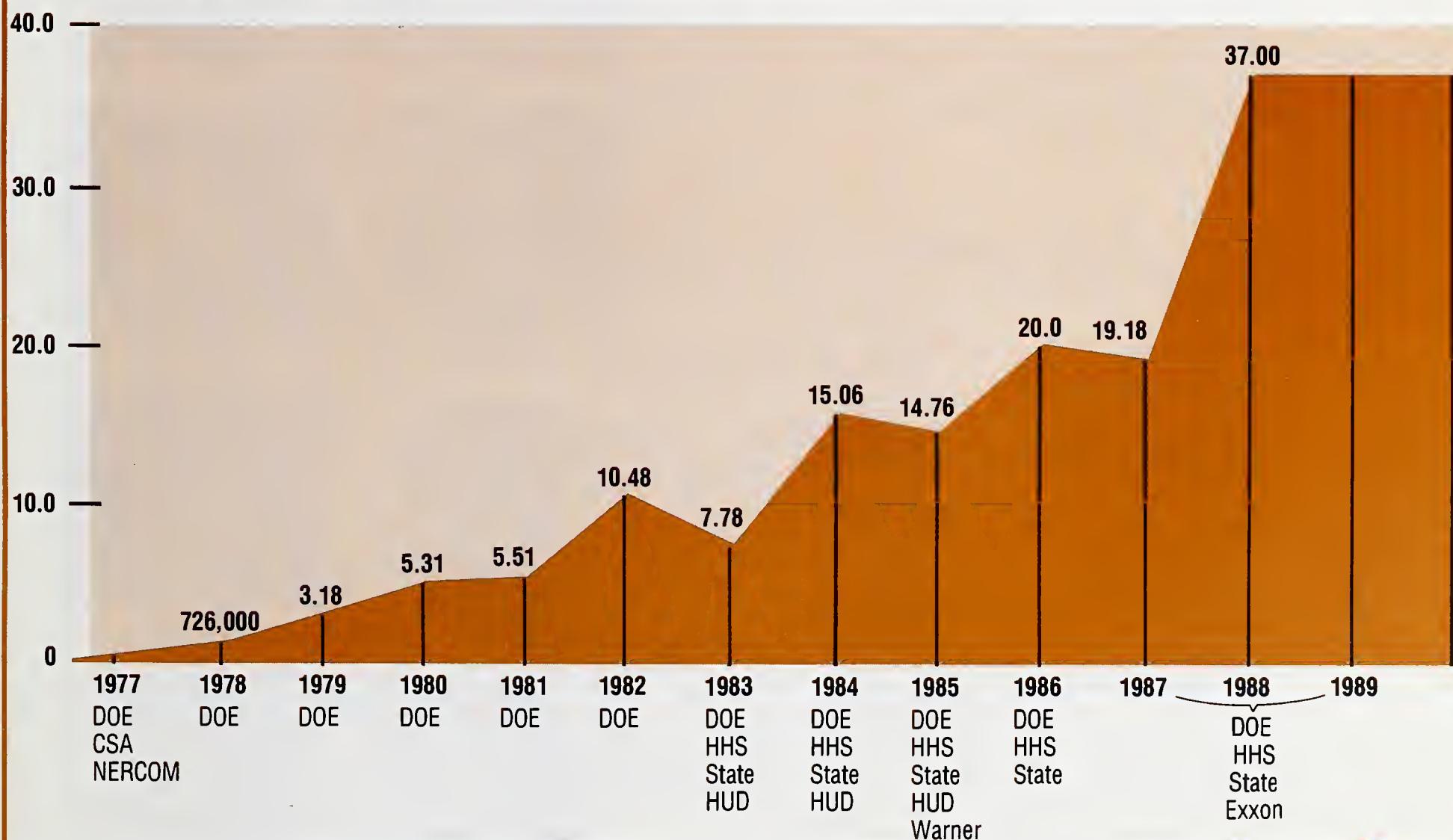
FUNDING

The OEC has enjoyed an overall increase in funding for energy conservation activities. Through a commitment made by Governor Dukakis in 1984, we were able to increase our weatherization goal to 10,000 homes per year. Again in 1986, the Governor has evidenced his firm commitment to weatherization through the award to OEC of \$52 million of the total Exxon Oil Overcharge Funds granted to the Commonwealth.

The EOCD/OEC plans to spend these funds over the next three years. This increase in funding will enable OEC to come closer to meeting our goal of weatherizing all the low income homes in Massachusetts.



FUNDING (Million Dollars)



ORGANIZATION

A major contributing factor to OEC's success is its staff. The people that work within OEC have a strong commitment both to the low income people they serve and the agencies that administer our programs on the local level. OEC has developed a unique relationship with our subgrantees that is built upon a strong line of communication and an openness to modifying policy decisions in order to make programs easier to operate on the local level. The OEC meets regularly with subgrantees through monthly meetings with the Massachusetts Energy Directors Association, and through the Association of Community Action Program Directors.

Amy S. Anthony

Secretary
Executive Office of
Communities and Development

William L. Concannon
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LOOKING AHEAD

The Executive Office of Communities and Development and its weatherization subgrantees are extremely proud of what we have accomplished in the past decade, but our pride cannot compare to our excitement about the future. We foresee the next few years of energy conservation in Massachusetts as ones in which there will be continued growth, change, and response to low income need.

New initiatives are already being developed; current programs are viewed as dynamic and ready for further development. Linkages of energy conservation funds to housing rehabilitation programs are encouraging the expansion of dollars so that more assistance can be provided for low income persons. We are developing new and innovative programs with oil overcharge funds keeping in mind that energy can be saved in many varied ways. We are strengthening policies and regulations so that the people we serve are guaranteed the benefits of the investment.

Massachusetts is committed to saving energy, and part of that commitment is doing it well. Our promise to ourselves is to remain a leader in the field, to challenge ourselves to always move ahead. Along with our subgrantees, we expect to meet this promise.

Energy conservation is necessary and it is important. Massachusetts recognizes this, and believes that neither the importance nor the necessity of what the Office of Energy Conservation does will diminish in the future. The task is clear and the goal has been presented to us. We will achieve the goal of weatherizing all the homes of low income persons in the Commonwealth of Massachusetts. Indeed, the State of Energy Conservation endures!

Gwendolyn C. Pelletier
Gwendolyn C. Pelletier

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